# AN ANALYSIS OF THE PRESIDENT'S BUDGETARY PROPOSALS FOR FISCAL YEAR 1995

The Congress of the United States Congressional Budget Office

#### **NOTES**

Unless otherwise indicated, all years referred to in Chapter 2 are calendar years, and all years in other chapters and Appendix A are fiscal years.

Unemployment rates throughout the report are calculated on the basis of the civilian labor force.

Numbers in the text and tables of this report may not add to totals because of rounding.

## **Preface**

his analysis of the President's budget for fiscal year 1995 was prepared at the request of the Senate Committee on Appropriations. The report discusses the President's policies in terms of changes from the Congressional Budget Office's (CBO's) baseline budget projections for 1995 through 1999. It provides estimates of the budgetary impact of the Administration's proposals using CBO's economic assumptions and technical estimating methods.

This report was prepared by the staffs of the Budget Analysis, Macroeconomic Analysis, and Tax Analysis divisions under the supervision of C.G. Nuckols, Robert Dennis, and Rosemary D. Marcuss. James Horney wrote Chapter 1, with contributions by Richard A. Kasten, Kathy A. Ruffing, and Paul N. Van de Water. Chapter 2 was written by Adrienne Kearney, with research assistance from Laurie Brown. Michael Miller wrote Chapter 3, and Kathy A. Ruffing wrote Appendix A. The baseline revenue estimates were prepared under the direction of Richard A. Kasten. The estimates of the President's revenue proposals were prepared by the Joint Committee on Taxation. The principal contributors to the revenue and spending estimates and analyses are listed in Appendix B.

Paul L. Houts supervised the editing and production of the report. Major portions were edited by Paul L. Houts, Sherwood D. Kohn, and Leah Mazade. Christian Spoor provided editorial assistance during production. The authors owe thanks to Marion Curry, Janice M. Johnson, Linda Lewis, and L. Rae Roy, who assisted in the preparation of the report. Kathryn Quattrone and Martina Wojak-Piotrow prepared the report for final publication.

Robert D. Reischauer Director

**April 1994** 

# **Contents**

ONE	THE PRESIDENT'S BUDGETARY PROPOSALS	1
	Deficit Projections 1 Discretionary Spending 5 Nondiscretionary Spending 11 Revenues 14 The Administration's Health Proposal 14	
TWO	COMPARISON OF ECONOMIC FORECASTS	19
	Short-Term Outlook 19 Medium-Term Projections 24 Economic Implications of Health Care Reform 27 Effect of CBO's Economic Projections on the Administration's Budget 27	
THREE	THE ADMINISTRATION'S DEFENSE BUDGET  Priorities in the Current Request 29 The Risk of Higher Inflation 31 The Risk of Not Cutting Infrastructure 33 Future Adjustments to the Defense Budget 34	29
APPENDIXES		
Α	CBO Baseline Budget Projections 37	
В	Major Contributors to the Revenue and Spending Projections 47	

### **TABLES**

1.	CBO's Estimates of the President's Budgetary Proposals	2
2.	CBO's Estimates of the President's Budgetary Proposals Excluding Health	4
3.	CBO's Reestimates of the President's Budgetary Proposals Excluding Health	6
4.	The Administration's Proposals for Discretionary Spending in Fiscal Year 1995	10
5.	Estimates of Changes in the President's Budgetary Proposals for Mandatory Spending and Offsetting Receipts	12
6.	Estimated On-Budget and Social Security Effects of the Administration's Health Proposal	16
7.	Comparison of Congressional Budget Office, Administration, and <i>Blue Chip</i> Short-Run Economic Forecasts, Calendar Years 1992-1995	20
8.	Comparison of Federal Reserve, Congressional Budget Office, and Administration Economic Projections for 1994	21
9.	Comparison of Congressional Budget Office, Administration, and <i>Blue Chip</i> Economic Projections, Calendar Years 1993-1999	22
10.	Growth in Labor Productivity in the Nonfarm Business Sector	27
11.	Effects of CBO's Economic Projections on Estimates of the Administration's Budget	28
12.	The President's Budget for National Defense for the 1995-1999 Period as Estimated by CBO	30

CONTENTS		vi
13.	Estimated Increases in the GDP Deflator	32
14.	Estimated Pay Raises for Military and Civilian Employees	33
A-1.	Changes in CBO Baseline Deficit Projections	38
A-2.	CBO Baseline Deficit Projections	39
A-3.	CBO Baseline Budget Projections, Assuming Compliance with Discretionary Spending Caps	40
A-4.	CBO Baseline Projections for Mandatory Spending, Excluding Deposit Insurance	43
A-5.	How Tight Are the Discretionary Caps?	44
A-6.	The Budget Outlook Through 2004	45
FIGURES		
1.	Comparison of Congressional Budget Office and Administration Economic Assumptions	25
2.	Quarterly Real Short-Term Interest Rates	26
BOXES		
1.	Budget Enforcement Act Scorekeeping Rule 3	7
2.	The President's Proposals for Civilian Personnel	8